FCSS Program Review Report

December 2006

Community Strategies and Support Division
Community Partnerships Branch

Alberta
CHILDREN'S SERVICES

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Glossary of Acronyms

FCSS – Family and Community Support Services

CFSA or CFSAs – Child and Family Services Authority or Child and Family Services Authorities

FSCD Act – The *Family Support for Children with Disabilities Act*

Enhancement Act – The *Child, Youth and Family Enhancement Act*

MAD or M.A.D. – Making a Difference

CPEF – Community Partnership Enhancement Fund

CEO – Chief Executive Officer

CORI – Canadian Outcomes Research Institute

DFNA – Delegated First Nations Agencies

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EXECUTIVE SUMMARY

In spring 2005, the former Minister of Children's Services, Heather Forsyth, requested that a Review of the Family and Community Support Services (FCSS) Program be conducted. MLA George Rogers, Leduc-Beaumont-Devon, was appointed to lead the Review.

The purpose of the Family and Community Support Services (FCSS) Program Review was to identify program strengths and opportunities and explore possible strategies and means of improving collaboration and efficiency between FCSS and Child and Family Services Authorities (CFSAs). The Review focused on four key areas:

- the FCSS Program mandate in relation to the mandate of the CFSAs and in light of the two new pieces of legislation – *Family Support for Children with Disabilities Act (FSCD Act)* which came into effect on August 1, 2004 and the *Child, Youth and Family Enhancement Act (Enhancement Act)* which came into effect on November 1, 2004;
- program and service duplication;
- program and service gaps; and
- program coordination and partnerships between FCSS and CFSAs.

Findings indicate that the legislated FCSS Program is a very successful unique partnership between the province, municipalities and Métis Settlements that is premised on the belief that a community's most valuable resources are its people.

The Review also looked at the unique challenges of rural FCSS programs, as well as the accountability of FCSS programs and their ability to use their partnerships and connection in the community to leverage additional funds.

This aligns with the Government of Alberta's Strategic Business Plan goal to make Alberta the best place to live, work and visit.

Currently in its 40th year, investments made in FCSS have resulted in implementation of locally driven preventative social service initiatives that have made valuable contributions to communities, individuals and families. FCSS programs have been catalysts for change within their communities and have played a leadership role in aligning and mobilizing service providers and community stakeholders to respond to community needs.

Participation in the FCSS Program is voluntary and FCSS funding is allocated to Alberta municipalities and Métis Settlements that choose to enter into an agreement with the province to develop and deliver preventative social service programs. The province contributes up to 80% of the cost of operating a local FCSS program and each participating municipality or Métis Settlement matches its provincial grant with a minimum 20% contribution. FCSS programs also depend on community resources, often involving volunteers in the management and delivery of their programs and services. Currently, a total of 305 municipalities and Métis Settlements, organized within 200 programs, provide FCSS services throughout Alberta.

Summary of Findings

Under the *FCSS Act* and *FCSS Regulation*, communities design and deliver preventative social programs that promote and enhance well-being among individuals, families, and communities. The mandate of the FCSS Program is both clearly defined and clearly different than the mandate of the CFSAs. The implementation of the *Child, Youth and Family Enhancement Act* has positively impacted on the interaction, working relationships and services provided for both FCSS programs and CFSAs. The implementation of the *Family Support for Children with Disabilities Act* is seen to be enabling in supporting the establishment of community-based collaborative partnerships.

FCSS programs have significant accountabilities to the provincial and municipal governments and Métis Settlements for funds they expend. In addition to the need for all FCSS programs to meet the provisions of the FCSS legislation, administrators and members of Council must also comply with the provisions of the *Municipal Government Act*. FCSS programs use a variety of evaluation and reporting mechanisms to demonstrate their accountability locally and to the province.

For the past several years, Alberta Children's Services has encouraged stronger connections between FCSS programs and CFSAs. FCSS and CFSA stakeholders identify numerous examples of successful partnerships with one another. The Review indicates that the majority of FCSS programs are able to use their partnerships and connections in the community to leverage additional funds to deliver a variety of programs and services. FCSS programs are recognized for their commitment to the communities they serve, as demonstrated by their use of funds that are acquired independently of FCSS contributions and are over the required 20% of funding.

The Review found that there is very little, if any, program and service duplication between CFSAs and FCSS programs. Stakeholders indicate that there is a need to differentiate between unnecessary duplication and overlap. Overlap of services is seen to be beneficial in providing complementary services between agencies to effectively support the continuum of preventative social service program needs and resources found within the community, while duplication is considered to be unnecessary and an inefficient use of resources. Perception of duplication may arise from the fact that FCSS programs receive contracts from CFSAs to provide programs and services. In some instances, the programs and services have similar names although the services they provide are distinct from one another. Also, some FCSS programs provide services that are funded from sources other than the provincial FCSS 80/20 dollars. The majority of FCSS programs and CFSAs have processes in place to identify and resolve any unnecessary duplication that may arise.

With respect to program and service gaps, stakeholders identify that the most frequent service gaps are in the areas of youth issues, child care services, parenting programs, transportation (limited services) and school age child care. Transportation and school age child care are significant challenges FCSS programs face and represent areas the provincial government is asked to take action to resolve In other noted gap areas, the Ministry already has a number of initiatives underway such as the Parent Link Centre Initiative and the Five-Point Child Care Investment Plan, which provide a significant base of programs and services to build on. Work toward building greater public awareness of these initiatives is needed.

FCSS funding for transportation services must be in support of core programs and services. Accessible transportation services in Alberta are funded through several departments including Alberta Municipal Affairs, Infrastructure and Transportation, and Children's Services. Transportation has been a long-standing concern for communities, particularly in rural areas; however, the scope of the issue is beyond FCSS to resolve alone. Accessible transportation impacts several ministries and will require an inter-ministry forum, such as the Rural Development Strategy Initiative to find solutions.

Stakeholders also identified a need for consistent access to programs and services that support the development and care of school age children before and after school hours. Currently, there is no provincially supported school age child care system in the province. The subsidy support to families with school age children provided by municipalities is not consistent across the province. There is support in the community for the province to assume legislative and funding responsibility for school age child care programs since municipalities are having difficulties meeting the needs of school age children within their FCSS funding allocation. To assist the Ministry in making informed decisions about the future direction of school age child care, it is necessary to gather information and consult with stakeholders.

The Review found that one of the most unique features of small rural FCSS programs is the close relationship formed between clients, service providers and workers. Small rural FCSS programs also face unique challenges based on staff recruitment and retention, travel requirements, limited access to services, changes in population/demographics and difficulty leveraging funding. Stakeholders identified some effective practices for rural FCSS programs, including the importance of partnerships and the use of mobile and/or outreach services.

The FCSS Review findings clearly validate the important work of these programs. Overwhelmingly, respondent comments indicate the strengths of FCSS include the ability to create and maintain unique and flexible services, responsiveness to emerging needs within the community, new program development, support for diverse community needs, successful partnerships, and services delivered by committed and knowledgeable staff.

Recommendations:

The Advisory Committee has identified the following 16 recommendations.

1. That FCSS programs and CFSAs develop partnership protocol/working agreements, where such agreements do not currently exist, that respect the local autonomy provisions within the *FCSS Act* and *FCSS Regulation*. Agreements should include information sharing processes and formal communication mechanisms and focus on creating connections and strengthening partnerships at the administrative and governance levels of the respective organizations.
2. That CPEF develop communication strategies to increase knowledge of FCSS and CFSA programming and services at the senior administrative and governance levels. These strategies, at a minimum, should increase the understanding of mandates, roles and responsibilities, accountabilities, and new initiatives.
3. That FCSS programs and CFSAs identify a consistent staff contact within their respective organizations to act as a primary contact and resource person for programs in the region and to facilitate effective partnerships and communication.
4. That the Department work collaboratively with the Program Advisory Team to develop training/educational materials related to FCSS and CFSA legislation, mandates and new/current initiatives, as a basis for ongoing discussions about potential program and service duplication and overlap. These educational processes will help to facilitate the delivery of a continuum of services, between FCSS and CFSAs, while respecting local autonomy and maintaining fiscal/program efficiency and effectiveness.
5. That FCSS programs and CFSAs develop processes, at the local level between CFSA and FCSS administration and governance, to identify and eliminate duplication, preserve complementary services that provide for a continuum of support within the community, and maximize the effective use of resources. Processes should include an annual discussion of funding provided to agencies and contractors by both FCSS programs and CFSAs to ensure that this funding does not duplicate services.
6. That FCSS programs identify local priority gap areas within their respective regions and municipal, Métis Settlements and community agency stakeholders to develop possible resolution strategies.

7. That the Department provide information to the Program Advisory Team to disseminate to FCSS programs to build awareness of current Ministry and cross-ministry initiatives and resources in areas that have been identified as perceived gaps but where significant activity is taking place. Examples include bullying prevention programs and parent resources.
8. That the Department initiate a cross-ministry forum to address the transportation issues identified in the report as needing resolution. Further, that the Department work with the FCSS Association of Alberta, municipalities, Métis Settlements and the Alberta Child Care Network Association to develop program and funding options to support the delivery of school age child care in Alberta.
9. That the Program Advisory Team develop strategies to address the issues identified in this section of the Review (Program and Service Partnerships), including time constraints to participate in partnership development activities, communication issues, resources for travel, and development of partnership outcome measures.
10. That the Department develop an information package that clarifies Government and Ministry requirements for tendering contracts and grant approvals.
11. That a working group of small rural FCSS programs be established, through the Department and the FCSS Program Advisory Team, to explore challenges, identify effective practices and provide suggested solutions to issues raised including staff recruitment, transportation services, funding and population/demographics.
12. That the Department periodically provide information to CFSA staff and boards that clarifies the accountability requirements for FCSS funding to increase the understanding and knowledge of the accountabilities specified within the *FCSS Act* and *FCSS Regulation*.
13. The Department, Program Advisory Team and M.A.D. Steering Committee review the reporting requirements for FCSS programs with the intent of incorporating outcomes-based reporting.
14. That the Department refer the challenges and barriers to outcome reporting, identified in this Review, to the Program Advisory Team, M.A.D. Research Group and Lead Cohort Group to develop strategies to reduce the challenges and barriers and to increase the number of FCSS programs contributing outcome data to at least 85% over the next three years.
15. That assistance, as required, is provided to FCSS programs to implement the Canadian Outcomes Research Institute database.

16. FCSS programs should be recognized for their commitment to the communities they serve, as demonstrated by contributions over the required 20% of funding and their efforts to leverage funds to provide enhanced services to their communities.

SECTION 1 — INTRODUCTION

In spring 2005, the former Minister of Children's Services, Heather Forsyth, requested that a Review of the Family and Community Support Services (FCSS) Program be conducted. The purpose of the FCSS Program Review was to identify program strengths and opportunities, and explore possible strategies and mechanisms for stronger collaboration and efficiency between communities, municipalities and Métis Settlements, and the province.

MLA George Rogers, Leduc-Beaumont-Devon, was appointed to lead the Review. The outcome of the Review was to develop recommendations related to mandate, duplication, gaps, and coordination and partnerships, and to determine if rural programs have unique challenges. The FCSS Program Review focused on:

- the FCSS Program mandate in relation to the mandate of the Child and Family Services Authorities (CFSAs) and in light of the two new pieces of legislation — *Family Support for Children with Disabilities Act (FSCD Act)* which came into force on August 1, 2004 and the *Child, Youth and Family Enhancement Act (Enhancement Act)* which came into force on November 1, 2004;
- program and service duplication;
- program and service gaps; and
- program coordination and partnerships between FCSS, CFSAs and other community-based preventative social service resources.

The Advisory Committee included representatives from the:

The FCSS Advisory Committee, chaired by George Rogers, MLA, consulted with stakeholders to identify issues and opportunities, develop strategies, compile findings and make recommendations to the Minister.

- FCSS Association of Alberta;
- FCSS programs;
- Métis Settlements;
- Alberta Urban Municipalities Association;
- Alberta Association of Municipal Districts and Counties;
- CFSAs; and
- Alberta Children's Services.

Background

Family and Community Support Services (FCSS) is an 80/20 funding partnership between the province and municipalities or Métis Settlements. The province contributes up to 80% of the net cost of operating a local FCSS program and the municipality or Métis Settlement contributes a minimum of 20%.

Under the *FCSS Act* and *FCSS Regulation*, communities design and deliver preventative social programs that promote and enhance well-being among individuals, families, and communities. FCSS programs depend on community resources, often involving volunteers, in management and delivery. Participation in the FCSS Program is voluntary. FCSS funding is allocated to Alberta municipalities and Métis Settlements that choose to enter into an agreement with the province to develop and deliver preventative social service programs in accordance with the *FCSS Act* and *FCSS Regulation*.

The FCSS Program, celebrating its 40th anniversary this year, provides a foundation for preventative social infrastructure across the Province.

No other province has a similar working partnership between the provincial government, municipalities and Métis Settlements. The FCSS philosophy is based on a belief that communities have the desire, energy and resources to build community capacity and self-help contributes to a sense of integrity, self worth and independence. FCSS programs are intended to help people in their community to adopt healthy lifestyles, thereby improving quality of life and building the capacity to prevent and/or deal with crisis situations should they arise.

One of the key principles of the FCSS Program is local autonomy for priority setting and resource allocation. Within the parameters of the *FCSS Act* and *FCSS Regulation*, each municipality or Métis Settlement determines how the FCSS funding they receive should be allocated to best meet the needs of their community. Individual FCSS programs are part of a larger program that collectively represents the strength and social fabric of Alberta communities.

Currently, a total of 305 municipalities and Métis Settlements organized within 200 programs, are providing FCSS services throughout Alberta. Ninety-nine per cent (99%) of Alberta's people reside in communities served by FCSS programs.

SECTION 2 — REVIEW PROCESS

To facilitate the Review process, a consultative and community engagement approach was used. A Discussion Guide and four Administration Surveys were distributed to gather opinions and perspectives related to the FCSS Program mandate, program and service duplication, program and service gaps, and program coordination and partnerships.

The following is a breakdown of the response rates by FCSS Region for the Discussion Guide and each of the FCSS Administration Surveys.

	Discussion Guide	Family and Community Support Services (FCSS) Program Admin Survey	Child and Family Services Authority (CFSA) Admin Survey	Municipalities and Métis Settlements Admin Survey	Community Partnership Enhancement Fund (CPEF) Admin Survey
Northwest	13	11			
Northeast	14	6			
Yellowhead	5	6			
Edmonton/Evergreen	10	13			
West Central	13	6			
East Central	15	13			
Calgary/Bow River	10	11			
South	9	6			
FCSS not identified	9				
TOTAL	**98**	**72**	**7**	**22**	**8**

SECTION 3 — REVIEW FINDINGS

MANDATE AND LEGISLATION

Background

Under the *Family and Community Support Services (FCSS) Act* and *FCSS Regulation*, communities design and deliver preventative social programs that promote and enhance well-being among individuals, families, and communities. Services provided under a program must help people and/or communities to do one or more of the following:

- develop independence, strengthen coping skills, and become more resistant to crisis;
- develop an awareness of social needs;
- develop interpersonal and group skills which enhance constructive relationships among people;
- assume responsibility for decisions and actions which affect them; and
- provide supports that help sustain people as active participants in the community.

Section 2 of the *FCSS Regulation* states:

> In providing for the establishment, administration and operation of a program, a municipality must do all of the following:
>
> a. promote and facilitate the development of stronger communities;
> b. promote public participation in planning, delivering and governing the program and services provided under the program;
> c. promote and facilitate the use of volunteers;
> d. promote efficient and effective use of resources; and
> e. promote and facilitate cooperation and coordination with allied service agencies operating within the municipality.

Section 2.1(2) of the *FCSS Regulation* states:

> That services provided under an FCSS program must not:
>
> a. provide primarily for the recreational needs or leisure time pursuits of individuals;
> b. offer direct assistance, including money, food, clothing or shelter, to sustain an individual or family;

c. be primarily rehabilitative in nature; or
d. duplicate services that are ordinarily provided by a government or government agency.

Under the *Child and Family Services Authorities (CFSA) Act*, CFSAs provide services to children and families that promote the safety, security, well-being and integrity of children, families and other members of the community. They are responsible for planning and managing the provision of child and family services, determining priorities, allocating resources, assessing social and related needs, and ensuring reasonable access to quality child and family services. CFSAs also ensure that policies and standards are followed, monitor and assess services, and work with other CFSAs, the Government and other public and private bodies to coordinate the provision of child and family services.

One of the key areas of focus of the FCSS Review was to look at the FCSS mandate in relation to the mandate of the CFSAs. This section of the Review asked stakeholders to comment on whether the FCSS mandate was clearly defined and clearly different from that of CFSAs (see Appendix A for powers and responsibilities for the FCSS programs and CFSAs).

Findings

Based on the 98 Discussion Guide respondents, the FCSS mandate is both clearly defined and clearly different than the CFSA mandate.

- The majority 93/98 (94.9%) of respondents **agree** that the FCSS mandate is **clearly defined**.
- The majority 81/98 (82.7%) of respondents **agree** that the FCSS mandate is **clearly different** than the mandate of CFSAs.

In the ***Discussion Guide*** respondents were asked if they thought the FCSS mandate was clearly defined. The 93 respondents who answered yes to question M1 provided a total of 78 comments. Following are the three most frequent comments provided by respondents.

- Mandate is clear – clear description of what qualifies/does not qualify for FCSS (39/78 or 50%).

- Mandate is broadly defined – FCSS mandate allows flexibility to meet individual needs (14/78 or 17.9%).
- Mandate is different than CFSA – FCSS is voluntary, focuses on preventative community-based services to all age groups, CFSA is non-voluntary, crisis intervention and focuses on promoting the safety and security of children (12/78 or 15.4%).

In the ***Discussion Guide*** respondents were asked if the FCSS mandate is clearly different than the mandate of CFSAs. The 81 respondents who answered yes to question M2 provided a total of 92 comments. Following are the two most frequent comments provided by respondents.

- Mandates are clearly different – FCSS focuses on preventative community-based services to all age groups, CFSAs focus on promoting the safety and security of children, and services to family in relation to the child (57/92 or 62%).
- Mandate is clear – FCSS mandate is grounded in principles of community development, defined in the *Act* and *Regulation* (11/92 or 12%).

Based on the 72 FCSS ***Program Administration Surveys***, respondents identified the following as the most frequent (over 90%) actions that occur in the community to fulfil the FCSS mandate:

- facilitate/organize inter-agency communication;
- raise community awareness of social issues;
- assist community organizations in being more effective or accessing other resources;
- help individuals and families connect to resources or services;
- provide funds (grants) to community organizations that provide services to community residents; and
- initiate or organize multi-stakeholder initiatives within your community, related to social needs in your community.

Analysis

A strong majority of respondents indicate that the FCSS mandate is both clearly defined and clearly different than the CFSA mandate. This response was consistent in all areas of the province in both FCSS and CFSA regions and representative of all stakeholder respondents.

The following are quotes from respondents regarding the FCSS mandate.

- "The FCSS mandate is to provide social programming, using community resources and volunteers, as much as possible. The mandate states that the programming is to be "preventive" in nature, not treatment oriented."
- "The FCSS mandate is much "broader" than the CFSA mandate. The target group, "children and families", are not specifically designated in the FCSS mandate, moreover the FCSS mandate allows for all community members to be served, as the community itself determines, focusing on prevention strategies rather than intervention."

Respondents indicate that the mandate for FCSS is clearly entrenched in legislation and in the FCSS Program's philosophy and principles. The *FCSS Act* and *FCSS Regulation* specify the types of services that can and cannot be provided and identify the municipality's responsibilities and service requirements. At the same time, the FCSS mandate is seen to be broad and flexible enough to serve all age groups (birth to seniors) and meet the needs of the community. One of the key principles of the FCSS Program is local autonomy in priority setting and resource allocation, making it possible for municipalities and Métis Settlements to focus on the areas of greatest need within their communities.

Analysis of respondent comments suggest both FCSS and CFSAs would benefit from a greater understanding of each other's mandate, roles and client focus in the community.

For example, respondents state that "FCSS is voluntary, preventive, self-help, and early intervention and that CFSA is non-voluntary, crisis intervention, and therapeutic services." Enhancement services provided by CFSAs are voluntary and developed through support agreements with families to strengthen their ability to provide safe and nurturing environments so that crisis intervention or use of protective services is not required. This is further substantiated by specific requests from some respondents (6/84 or 7%) for additional information on each other's mandate. Dialogue at the senior administration and/or governance level through such processes as information sharing and joint planning would assist in clarifying roles and mandate.

IMPACT OF LEGISLATION

Background

Two new pieces of legislation, the *Family Support for Children with Disabilities (FSCD) Act*, which came into effect on August 1, 2004, and the *Child Youth and Family Enhancement (Enhancement) Act*, which came into effect on November 1, 2004, provide for an improved range of services and service delivery for families who need support. The *FSCD Act* and *Enhancement Act* are primarily implemented through Child and Family Services Authorities (CFSAs). Schools and health services, as well as other community resources, including those provided through CFSAs, may also be involved with families who are eligible for support under one of the new *Acts*.

The *Enhancement Act* supports the development and well-being of Alberta's children, youth and families while keeping them safe and protected. It is groundbreaking legislation that responds to the needs of today's families and demonstrates the Alberta government's commitment to children. The *Enhancement Act* places greater emphasis on and accountability for:

- the safety and well-being of children;
- permanent placements for children;
- the involvement of children and families in decision-making; and
- increased collaboration and partnerships with the community.

The *Enhancement Act* enables provision of services to families before they reach crisis, timely establishment of permanent homes for children in government care, increased access to adoption information, and strengthened collaboration and sensitivity to Aboriginal and Métis needs.

The FSCD Program provides reimbursement for a range of proactive and family-centered services to assist families in helping their children achieve their potential. This program assists with some of the extraordinary costs of raising a child with a disability. Two levels of service are identified in the new *FSCD Act*: family support services and child-focused services.

Family support services are available to families caring for a child with a diagnosed disability or to families who are awaiting confirmation of their child's diagnosis. Family support services include information, referral, advocacy supports, assistance with counselling, extraordinary clothing and footwear costs, travel costs for medical appointments, meals while traveling to medical appointments, accommodation costs associated with attending medical appointments, and respite services.

Child-focused services are provided when a child has a confirmed diagnosis and assessment information to specify their individual needs. Child-focused services provide a range of respite services, aide supports, child care supports, health-related supports, specialized services for children with severe disabilities and out-of-home living arrangements.

The *FCSS Act* and the two new pieces of legislation encourage collaborative partnerships. The following portion of the FCSS Review was intended to identify any changes in the interaction or working relationships between FCSS and CFSAs as a result of the new legislation (see Appendix B for background information about the *Enhancement Act* and the *FSCD Act*).

Findings

Enhancement Act

Based on the 98 Discussion Guide surveys, 42.9% respondents agree and 55.1% disagree that the implementation of the Enhancement Act has changed the FCSS Program's interaction or working relationship with the CFSA.

In the ***Discussion Guide***, respondents were asked if the implementation of the *Enhancement Act* changed anything between the FCSS program's interaction or working relationship with the CFSA. The respondents who agreed (42.9%) provided a total of 85 comments. Following are the three most frequent comments about the impact of the *Enhancement Act*.

- Positive impact on relationships – increased contact between FCSS and CFSA and stronger relationships (27/85 or 31.8%).

- More interaction between FCSS and CFSA – CFSA looks more to FCSS/community for programs/support for families (17/85 or 20%).
- Increased understanding of CFSA mandate and *Enhancement Act* – training and workshops related to *Enhancement Act* has resulted in better understanding of CFSA and FCSS mandates (15/85 or 17.6%).

Respondents who disagreed (55.1%), provided 43 comments. Following are their two most frequent comments:

- CFSA and FCSS were working together prior to the *Enhancement Act* and continue to do so (10/43 or 23.3%); and
- no changes have been evident (9/43 or 21%).

FSCD Act

Based on the 98 Discussion Guide surveys, 17.3% agree and 75.5% disagree that the implementation of the FSCD Act has changed the FCSS Program's interaction or working relationship with the CFSA.

In the ***Discussion Guide*** respondents were asked if the implementation of the *FSCD Act* changed anything between the FCSS Program's interaction or working relationship with the CFSA. Respondents who agree (17.3%) provided a total of 25 comments. Following are the three most frequent comments.

- There is increased understanding of the *FSCD Act* as a result of information, training and workshops (5/25 or 20%).
- The *FSCD Act* has resulted in integrated/improved services (4/25 or 16%).
- There is enhanced interaction and partnerships as a result of the *FSCD Act* (4/25 or 16%).

Respondents who disagree (75.5%) provided 52 comments. Following are the three most frequent comments.

- The new legislation has not resulted in a noticeable change in interaction between FCSS and CFSA (16/52 or 30.8%).
- CFSA and FCSS were working together prior to the new *FSCD Act* and they continue to work together (8/52or 15.4%).
- The *FSCD Act* has resulted in improved/integrated services (7/52 or 13.5%).

Based on the eight ***Community Partnership Enhancement Fund Administration Surveys***, 5/8 or 62.5% indicate that partnership work in their region has included actions or projects directly related to the *FSCD Act*. These actions have been primarily centered on providing training, information and workshops related to the *FSCD Act* and on providing integrated and improved services by working with families who have children with disabilities to provide "wraparound" or multidisciplinary services.

Analysis

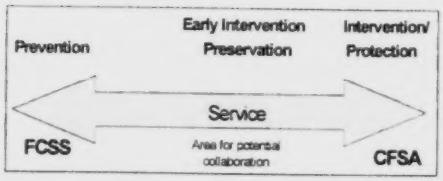
Both FCSS programs and CFSAs have similar perceptions of the impact of the implementation of the new *Enhancement Act* on interaction, working relationships and services provided. Those respondents who were working together before the new *Enhancement Act* report increased interaction after the *Enhancement Act* was implemented. CFSAs did feel, however, that the new legislation helps align the mandates and provides for better early intervention supports for children and families. The information and training processes that accompanied the *Enhancement Act* implementation are seen to have increased understanding of the *Enhancement Act*.

With respect to the implementation of the *FSCD Act*, respondents did not see a change in the interaction between FCSS and CFSAs. The *FSCD Act* is a reimbursement program and FCSS does not offer direct assistance to individuals or families whose children have disabilities requiring specialized services or supports. From the comments provided, the respondents indicate there is little, if any, impact on FCSS, service delivery, working relationships or interaction with CFSAs.

In general, respondents indicate they view legislation as enabling as they support the establishment of community-based collaborative partnerships.

PROGRAM AND SERVICE DUPLICATION

Background



One focus of the FCSS Review was to identify any areas of perceived program and service duplication or overlap between respective CFSA and FCSS programs, to verify if the duplication or overlap exist and to make recommendations, as appropriate (see Appendix C for types of programs and services offered by the FCSS programs and CFSAs).

Findings

Awareness of duplication or overlap

Respondents to the FCSS, CFSA and CPEF Administration Surveys were asked whether they were aware of duplication or overlap.

	FCSS Administration Survey		CFSA Administration Survey		CPEF Administration Survey	
	Yes	No	Yes	No	Yes	No
Awareness of duplication or overlap	12/71 (16.9%)	58/71 (81.7%)	0	7/7 (100%)	3/8 (37.5%)	3/8 (37.5%)

In response to another question in the ***FCSS Administration Survey***, 44/71 or 62% respondents indicate that if they become aware of program and/or service duplication, the program undertakes specific activities to address this. The most frequent comments about the types of activities include holding group meetings with key stakeholders, investigating and comparing services/mandates to identify overlaps, adjusting duplicate services after evaluating what best meets community needs, and working with other organizations to ensure services are complementary instead of a duplication of each other.

In the ***CFSA Administration Survey***, the most frequent comment (6/13 or 46.1%) about strategies taken to address duplication is that they review programs/services and cancel or modify these services after evaluating what best meets community needs.

One individual comment to the ***Community Partnership Enhancement Fund Administration Survey*** indicates that once they became aware of perceived duplication, they contact partners to make them aware of the duplication.

Identification of duplication or overlap

In the ***Discussion Guide***, there are 80 comments in response to question D1, which asked respondents to "identify any duplication or overlap of programs or services between FCSS programs and the regional CFSA". Respondents cite the following as the three most frequent examples of duplication or overlap:

- prevention of family violence (12/80 or 15%);
- early childhood development/early intervention (9/80 or 11.25%); and
- family support (8/80 or 10%).

Advantages of duplication or overlap

In the ***Discussion Guide***, of the 120 comments about the advantages of FCSS and CFSA programs and service duplication, the following are the most frequent:

- continuum of services and increased availability of services (56/120 or 46.6%) — transitioning of families from intensive to more cost effective community services;
- services are complementary to each other rather than a duplication which helps to ensure there is a seamless continuum of services; and
- some overlap or duplication of services (27/120 or 22.5%) — allows for different entry points to access services.

Challenges of duplication or overlap

In the ***Discussion Guide,*** of the 114 comments about the challenges of FCSS and CFSA program and service duplication, the most frequents comments are:

- lack of communication (34/114 or 29.8%) — refers to misunderstanding between service providers that results in duplication. Staff turnover for both FCSS and CFSAs was also noted as a factor that can increase the likelihood of duplication;
- different mandates (19/114 or 16.6%) — refers to different expectations and turf protection resulting in competition in some areas relating to programs, services and resources, and differences in reporting mechanisms that do not easily allow for identification of potential overlaps and duplication;
- funding (12/144 or 10.5%) —refers to the comments that duplication decreases cost-effectiveness and efficiency; the distribution of funding is inadequate for small communities to sustain, resulting in strained resources given increased cost for coordinating services from multiple providers; and
- confidentiality (9/144 or 8%) — refers to issues related to the *Freedom of Information and Protection of Privacy Act*.

Reduction of unnecessary duplication or overlap

In the ***Discussion Guide,*** of the 129 comments about the elimination of unnecessary program and service duplication or overlap, the most frequently mentioned solutions are:

- meetings and communication (45/129 or 34.8%) — refers to ongoing group meetings with key stakeholders, dialogue between FCSS and CFSAs, and fostering healthy and clear communication at the top as well as the frontline; and
- joint community planning and research (14/129 or 10.85%) — refers to conducting joint program planning, developing program models, researching the feasibility of proposed programs, and ensuring that FCSS and CFSAs are involved in planning new programs.

In the ***FCSS Administration Survey***, the most frequent comments to reduce unnecessary duplication are participation in meetings, frequent communication and joint community planning/research (11/106 or 10.4%). In the ***CFSA Administration Survey***, the most frequent comment to reduce the possibility of unnecessary duplication is meetings and communication (5/12 or 41.6%).

In the ***FCSS Administration Survey,*** 60/70 or 86% of respondents indicate that during the developmental phase of a new initiative in the FCSS program, they undertake specific actions to reduce the likelihood of program and/or service duplication. The most frequent actions are investigating and comparing mandates, holding ongoing group meetings with key stakeholders, and networking with communities.

Based on the ***Municipal and Métis Settlement Administration Surveys,*** 12/22 or 54.5% of municipalities and Métis Settlements have policies and principles that guide the FCSS program's approach to reducing or eliminating unnecessary duplication of services in the community.

Analysis

In the ***Discussion Guide***, respondents indicate that some program and service overlap may be useful in providing a seamless service continuum.

Overall, respondents differentiated between overlap and duplication. Overlap is viewed as being beneficial as it ensures a continuum of services while duplication is seen as an inefficient use of resources.

The programs and services perceived to be duplications (i.e., prevention of family violence, early childhood development/early intervention, and family support) are in many cases the result of partnership decisions where FCSS and CFSAs are working together on an initiative (i.e., Parent Link Centres and family school liaison workers).

CFSAs often contract FCSS programs to deliver programs and services of the CFSA and this is sometimes perceived as duplication or mandate overlap.

Sixty two percent (62%) of ***FCSS Administration Survey*** respondents indicate that they take specific actions to identify and address unnecessary duplication. Actions identified include regular reviews of local programs and services, joint review of funding programs, communication, cross participation of boards and staff and joint planning.

PROGRAM AND SERVICE GAPS

Background

FCSS has a long history of providing quality preventative programs and services. CFSA and FCSS programs both have a connection to children, youth, families and to communities. CFSAs are in direct contact with at-risk families and FCSS programs get communities involved and are the link to community resources. In recognition of the value of the FCSS Program and the strong partnership that already exists with CFSAs, this Review identified any potential program and service gaps and strategies to address them.

Findings

Based on the 98 Discussion Guide surveys, 78.6% of respondents agree that program and service gaps exist in their community or region that seem to relate to the mandates of CFSAs and FCSS but are not currently being addressed.

In question G1, ***Discussion Guide*** respondents were asked about program and service gaps in their community or region that relate to the mandate of both CFSA and FCSS, but are not currently being addressed.

- Of the 280 comments, the following are the five most frequent comments about service gaps:
  - transportation (36/280 or 12.6%) — transportation for children with special needs and transportation to access services;
  - youth issues (29/280 or 10.5%) – transition services, substance abuse support, low cost teen programming, access to non-recreational activities, and access to therapeutic services;
  - child care (26/280 or 9.28%) — funding and staff recruitment;
  - school age child care (24/280 or 8.5%) — funding; and
  - parenting programs (17/280 or 6.6%) — funding.

Based on the responses to the ***FCSS Program Administration Survey,*** 54/71 or 76% of respondents indicate that they are aware of service gaps in their community. The most frequent service gaps identified by FCSS respondents include the following.

- Children/youth (28%)— school age child care, day care/child care, programs for ages 6-18, services to youth 7-25, and substance abuse programming.
- Transportation (16%) – services for seniors, adults and individuals with special needs.
- Family/parents (14%) – parenting programs and education (e.g., parenting supports for single parents, parenting teens with difficulties, parent relief/respite and parent support groups), family violence prevention programs, and advocacy services to support families accessing services.
- Seniors (11%) – home care/home support services.

Based on the responses to the ***CFSA Administration Survey*** 6/7 or 85.7% of respondents indicate that they are aware of service gaps in their community. Of the 25 comments about service gaps the most frequent gap identified by CFSA respondents is children/youth (5/9 or 55.6%) which includes day care/child care, out-of-school care, and services, resources and programming for youth.

Based on the ***Community Partnership Enhancement Fund Administration Survey*** 8/9 or 89% are aware of gaps. Of the 26 comments about service gaps the most frequent gap identified by CPEF respondents is in the area of children/youth (6/26 or 23%).

Respondents to the ***Municipalities and Métis Settlements Administration Survey*** were asked if they have policies or principles that guide the FCSS Program as it identifies or responds to gaps in community resources. Out of the 22 responses, 9/22 or 40.9% indicate that they have policies or principles and 10/22 or 45.5% indicate that they do not have policies or principles.

Respondents to the ***Discussion Guide*** and three ***Administration Surveys*** (FCSS, CFSA and CPEF) were asked if they had any recommendations about addressing service gaps. The most frequent identified comments varied between respondents.

- 38/78 or 48.7% of FCSS comments indicate that funding would help to address service gaps, specifically additional funding (29/38 or 76.3%).
- 2/8 or 25% of CFSA comments indicate that coordination between FCSS and CFSAs is important in addressing service gaps.
- 4/16 or 25% of the CPEF comments indicate that funding would help to address service gaps.
- The FCSS comments include support for community initiatives (7/78 or 9%), increase in specialized services to rural communities (4/78 or 5%) and training for volunteers and staff in rural social work (3/78 or 3.8%).
- The CPEF comments (3/16 or 18.8%) are that coordination between FCSS and CFSAs is important.

Analysis

It is clear from the responses that regional differences, based on local priorities and allocation levels, exist in relation to the programs and services that are or are not provided.

A number of program areas were reported as potential gaps in one region and as potential duplication or overlap in another region. This reflects the choices that FCSS programs make in identifying local priority areas and assigning resources. Increased levels of information sharing and communication are required to ensure a broader understanding of the potential programs and service opportunities, including those available through other departments and ministries.

FCSS programs have limited ability to provide transportation services under the *FCSS Act* and *FCSS Regulation*. FCSS funding for transportation must be in support of core programs and services. Transportation has been a long-standing concern for communities, particularly in rural areas; however, the scope of the issue is beyond FCSS to resolve alone. Accessible transportation impacts several ministries and will require an inter-ministry forum, such as the Rural Development Strategy Initiative to find solutions.

Youth issues fit within the scope of either the FCSS or CFSA mandate, with the exception of therapeutic services, which fall under the mandate of Alberta Health and Wellness. Child care is within the mandate of the CFSAs.

School age care is currently within the scope of FCSS if municipalities and Métis Settlements identify it as a priority for their local community. Stakeholders also identified a need for consistent access to programs and services that support the development and care of school age children before and after school hours. Currently, there is no provincially supported school age child care program. The subsidy support to families with school age children provided by municipalities is not consistent across the province.

Parenting programs and services are within the mandate of the FCSS Program. Although some respondents identify parenting programs as a gap, the province and communities are developing and implementing extensive parent support programs through the 45 Parent Link Centres. The identification of parenting resources as a gap could be attributed to the perception of some communities that do not have access to Parent Link Centres and/or other parenting supports, and/or the fact respondents are unaware of the resources that may be currently available. Alberta Children's Services invests substantive financial resources into promoting the development and well-being of children, youth and families, through implementation of the province's Five-Point Child Care Investment Plan, 45 Parent Link Centres and the Prevention of Family Violence and Bullying initiative. Respondents' comments indicate the need for enhanced public awareness of all initiatives related to child care, parenting supports and family violence and bullying.

PROGRAM AND SERVICE PARTNERSHIPS

Background

The *FCSS Regulation* states that FCSS programs must "promote and facilitate cooperation and coordination with allied service agencies operating within the municipality" [Section 2(e)].

The *CFSA Act* states that CFSAs are responsible for the provision, on the Minister's behalf, of child and family services in the region, including "working with other Authorities, the Government and other public and private bodies to coordinate the provision of child and family services." [Section 9(1)(h)]. The *CFSA Act* states that "in carrying out its responsibilities under subsection (1) an authority must involve:

a) children, families and other members of the community who receive or who benefit from child and family services; and
b) other interested members of the community" [Section 9(2)].

Community engagement is a core business strategy identified in Children's Services 2006-2009 Business Plan. It is an essential method of increasing community capacity resulting in the improvement of the lives of children, youth and families.

For the past several years, Alberta Children's Services has encouraged stronger connections between FCSS programs and CFSAs. As well, the Alberta government has initiated several programs that bring together CFSAs and FCSS programs along with other stakeholders.

The Community Partnership Enhancement Fund is one of the programs that was initiated to make it easier and more likely for FCSS and CFSAs to work together on community-based preventative approaches to help children, youth and families at risk of abuse or neglect to be strong, healthy and resilient.

The Program Capacity Building Project, which is a joint funding initiative of the Ministry and the Family and Community Support Services Association of Alberta, is another example. The objective of the project is to increase FCSS program capacity by providing training that assists FCSS program directors to assume a key role in establishing community partners.

Findings

Based on the 98 Discussion Guide surveys, 78.6% of respondents agree and 21.4% disagree that FCSS programs are currently working in partnership with CFSAs.

The partnerships identified include a range of diverse programs and services, including Family School Liaison programs, Parent Link Centres, CPEF, Early Childhood Development programs, interagency partnerships, anti-bullying initiatives, family violence prevention initiatives, drug awareness/strategy initiatives and committees, and counselling initiatives.

A total of 302 partnerships were identified by respondents and 286 provided a rating on the success of the partnership. Of these, 81% per cent rated their partnership in the good/very good to excellent range, 14% rated them at the poor to fair range, and 5% provided other ratings, such as "just started, difficult to rate and work in progress." Respondents indicate that the level of partnership on a regional basis varies.

Respondents provided a total of 197 comments related to challenges. Following are the five most frequent comments about partnership challenges:

- partnerships are time consuming and may affect workload due to time away from office/travel (45/197 or 22.8%);
- funding – limited, lack of flexibility and/or collaboration/consultation (27/197 or 13.7%);
- communication and information sharing is necessary in keeping up to date (23/197 or 11.7%);
- contract management — implementation of Ministry's contract policy (mandatory tendering) creates competitive environment which hinders partnership (19/197 or 9.6%); and
- priorities – differences in perspectives/priorities/mandates can make discussion difficult (12/197 or 6.1%).

Discussion Guide respondents provided 83 comments related to partnership opportunities. Following are the three most frequent comments:

- better connection between CFSA and FCSS, capacity to expand/enhance existing programs through collaboration (46/83 or 55.4%);
- improved communication/relationships (30/83 or 36.1%); and
- funding – collaboration to use limited funding more effectively (7/83 or 8.4%).

Discussion Guide respondents provided 180 comments about processes needed to strengthen CFSA and FCSS partnerships. Following are the five most frequent comments:

- communication – clear and open (26 or 14.4%);
- sharing of information – client centered information sharing/case coordination (FOIP), better understanding of mutual resources/intended outcomes (25 or 13.9%);
- roles – better understanding of respective roles /mandates and benefits of partnership (20 or 11.1)%;
- funding – adequate funding, commitment and collaboration on common initiatives (15 or 8.3%); and
- dedicated time/commitment to building/improving relationships (13 or 7.2%).

In the ***FCSS Administration Survey*** and ***CFSA Administration Survey***, respondents were asked about results they achieved as a result of board to board (governance) contact. FCSS respondents provided a total of 20 comments while CFSAs provided 11 comments. FCSS programs report better understanding of respective mandates resulting in improved collaboration (6/20 or 30%) and attendance at planning meetings for a governance agreement (6/20 or 30%). CFSA respondents also experience better understanding of mandates/collaboration (3/11 or 27.3%), and better coordination of services and programs (3/11 or 27.3%).

The same respondents were also asked about results as a result of management contact. FCSS respondents provided 109 comments and CFSA respondents provided 20 comments. Following are the four most frequent comments:

- improved understanding, relationships and knowledge (FCSS – 22/109 or 22.2%; CFSA – 5/20 or 25%);

- additional program options/better coordination of services and programs (FCSS – 21/209 or 19.3%; CFSA – 3/20 or 15%);
- improved communication/relationships (FCSS – 20/109 or 18.3%; CFSA – 2/20 or 10%); and
- development of community/joint initiatives (FCSS – 15/109 or 13.8%; CFSA 3/20 or 15%).

Respondents to the ***FCSS Administration Survey*** and ***CFSA Administration Survey*** were asked if staff who work with some of the same children and families, have contact with one another. FCSS respondents provided 48 comments and CFSA respondents provided 14 comments. Following are the four most frequent comments:

- contact is the result of referrals, interconnection and efforts to collaborate (FCSS – 17/48 or 35.4%; CFSA – 13/14 or 92.9%);
- services/programs related to children/youth such as early intervention, home visitation, etc. (FCSS – 10/48 or 20.8%);
- improved services and programs (FCSS – 8/48 or 16.7%); and
- contact is limited (FCSS – 4/48 or 8.3%; CFSA – 1/14 or 7.1%).

The same respondents were asked about the results of their involvement with the Community Partnership Enhancement Fund. FCSS respondents provided 131 comments and CFSA provided 18 comments. Following are the three most frequent comments:

- better understanding of services/mandates resulting in improved collaboration (FCSS – 35/131 or 26.7%; CFSA – 8/18 or 44.4%);
- cooperative/joint initiatives (FCSS – 22/131 or 16.8%; CFSA – 5/18 or 27.7%); and
- improved working relationships/communication (FCSS – 17/131 or 13%; CFSA – 3/18 or 16.6%).

Based on the ***CFSA Administration Survey***, 6/7 or 85.7% of CFSAs have contracts with FCSS programs to provide programs and/or services such as early childhood development programs, counselling services, family resources, youth mentoring, and in-home support. Based on the ***FCSS Administration Survey***, 36/68 or 52.9% of respondents report having a contract with CFSAs to provide specific services.

Based on the 22 Municipal and Métis Settlement Administration Surveys, 14/22 or 63.6% of municipalities and Métis Settlements have policies and principles that guide the FCSS program's approach to partnership or coordination with other community organizations in the community.

Effective Practices

FCSS, CFSA and CPEF respondents identified the following as effective practices for partnership (see following chart for percentages):

- joint planning (share common goals/vision, everyone shares risks/takes equal credit);
- sharing information (client centered information sharing, newsletters/updates, statistical data, information on community needs);
- communication (clear, open and transparent);
- relationships (trust between partners, and respect for differences and differing perspectives);
- roles (clear definition and understanding of roles);
- funding (adequate funding to achieve what needs to be done, commitment to fund initiatives, and willingness to share resources); and
- outcomes focused (targeted on improving outcomes for children and families that meet the needs of each partner).

Effective practices for partnership

Most Frequent Comment	Discussion Guide		FCSS Survey		CFSA Survey		CPEF Survey	
Joint Planning	21/152	13.8%	27/161	16.8%	8/27	29.6%	10/40	25%
Sharing Information	20/152	13.2%	7/161	4.3%	4/27	14.8%	14/40	35%
Communication	19/152	12.5%	47/161	29.2%	5/27	18.5%	5/40	12.5%
Relationships/interaction	16/152	10.5%	17/161	10.6%	4/27	14.8%	5/40	12.5%
Roles Defined	16/152	10.5%	15/161	9.3%	5/27	18.5%	2/40	5%
Funding	13/152	8.6%	18/161	11.2%			3/40	7.5%
Outcomes Focused			14/161	8.7%			1/40	2.5%

There are many forms and levels of partnership/working together between FCSS and CFSAs. The majority of FCSS and CFSAs that identified partnership involvement clearly indicate that the partnership relationships are working well. Respondents recognize that there are both opportunities and challenges to partnering. Clearly, partnering is seen as a way of being better connected in the community and having a broader perspective on issues.

There also is recognition that partnering is an effective way to pool resources and share effective practices, thereby enhancing and/or expanding existing programs and services. Respondents also are realistic in recognizing that partnership activities require a commitment to partner in both time and resources. Time, workload and staffing issues, are identified as the primary challenges to partnership by respondents.

Although Children's Services provides $2 million for the Community Partnership Enhancement Fund to help FCSS and CFSAs work better together, funding and communication were two other challenges consistently identified by respondents. Similarly, respondents identified the need to share information and communication as the primary processes needed to strengthen partnerships. Commitment and relationship building were also identified.

Both FCSS and CFSAs report significant interaction with each other (80% and 85.7% respectively) at the administration level.

There is a significant difference in the interaction reported at the governance level. FCSS programs report this interaction at 21.4% while CFSA report this type of interaction at 57.1%. One explanation for the differences in level of interaction reported can be partially understood by considering that all CFSAs work with at least some FCSS programs; however, due to the greater numbers of municipalities and Métis Settlements, not all FCSS programs work directly with a CFSA. Both FCSS and CFSAs report experiencing improved relationships, improved understanding of one another's roles and mandates and better coordination of services and programs. Clearly, there are benefits to interaction between the parties at all levels.

FCSS and CFSA staff who work with the same children and families, report that they interact with one another. The rate of interaction is rated higher by CFSA (85.7%) than by FCSS (54%). In both cases, the interaction reported was seen to be positive and the result of referrals, interconnection through agencies and partnerships, and an effort, generally, to work collaboratively with clients.

Many FCSS programs are contracted by CFSAs to deliver specific programs and services that are within their mandate. A number of respondents indicate that the requirement for contract tendering every three years is problematic. Alberta Children's Services' Contract Policy (August 2005) states that "...competitive tendering must be done at least every three years. Where it is not feasible to go to competitive tendering every three years, justification of the decision must be documented and approved by the Deputy Minister, Child and Youth Advocate, Executive Director Alberta's Promise Secretariat, or CEO, as appropriate". The finding indicates a need to increase the level of understanding of the tendering policy requirements and the basis for exceptions.

Both FCSS (112/120 or 93.3%) and CFSAs (17/18 or 94.4%) report benefits in relationships, knowledge, collaboration and the development of joint initiatives as a result of their involvement in CPEF. From the information provided, it would appear that CPEF has helped support the development of stronger connections between FCSS and CFSAs.

FCSS programs also partner with local, provincial and federal organizations. Respondents identified the benefits derived from these partnerships as:

- gaining a better understanding of organizations and the ability to share information;
- understanding programs and sharing resources that might be available;
- having the ability to undertake joint programs and initiatives; and
- having opportunities to improve services and programs.

SMALL RURAL FCSS PROGRAMS

Background

Small FCSS programs indicate that they have limited capacity to work outside their communities. Some of the approaches discussed in the past include incentives to encourage collectives of FCSS programs rather than small municipalities operating on their own. One of the outcomes for the FCSS Review was to determine if there is a need for Alberta Children's Services to use different approaches to urban and rural FCSS programs.

Findings

Unique features of rural FCSS programs

Based on the Discussion Guide, 71/206 or 34.5% of the comments identify partnerships/ relationships as the most unique features of rural FCSS programs.

Of the 71 comments, 27/71 or 38% feel that close relationships are formed between clients, service providers and workers, 17/71 or 24% feel that there is good communication because everyone knows everyone else and 12/71 or 16.9% feel that fewer services produce strong partnerships and connections between services.

The second most unique feature of rural FCSS programs (37/206 or 18%) is the services provided. Of the 37 comments, 10/37 or 27% feel that one service provider acts as the point of entry to other services, 9/37 or 24.3% feel that it is easier to assess community needs and avoid duplication, and 8/37 or 21.6% feel that rural FCSS programs are flexible and can act quickly to meet needs.

Unique challenges of rural FCSS programs

Based on the ***Discussion Guide,*** out of 306 comments, the most frequently mentioned unique challenges for rural FCSS are:

- staff recruitment (50/306 or 16.3%) — workload, staff retention, staff turnover, wages, and availability of skilled staff;
- transportation (38/306 or 12.4%) — need to travel further distances to access programs;
- services (37/306 or 12.1%) — limited access to and increased distance from professional services, and lack of alternative service providers;

- funding (31/206 or 10.1%) — limited funding, and fewer funding sources for leveraging; and
- population/demographics (22/306 or 7.2%) — people move out of rural communities to larger centres, and communities are interrelated.

In response to a ***Discussion Guide*** question about innovative or effective practices employed by respondents, out of 199 comments 72 or 36.2% indicate that they use partnerships as an effective practice. The most frequent examples include collaboration with other FCSS programs in the areas (27/72 or 37.5%), partnering with interagency groups (22/72 or 30.6%).

In response to a ***Discussion Guide*** question about suggestions on how best to support rural FCSS programs in meeting the needs of their communities, out of 154 comments, 56 or 36.4% indicate that funding is required. Of these 56 comments, 26 or 46.4% feel that there should be an increase in funding and 10 or 17.9% indicate that provincial funding calculations should adjust for geographic areas served.

In response to a ***CPEF Administration Survey*** question about identified CPEF processes that enable small rural FCSS programs to participate in zone or regional activities, the most frequent process is reimbursing travel expenses (6/20 or 30%), utilizing conference calls or videoconferencing (4/20 or 20%), and holding meetings around the region (3/20 or 15%).

The following chart represents the population breakdown of 84/98 ***Discussion Guide*** responses to the Small Rural FCSS Programs section:

Population	# of Communities represented	Population	# of Communities represented
Under 1000	16	5000 – 10,000	20
1000 – 2000	14	10,000 – 20,000	10
2000 – 3000	7	20,000 – 50,000	1
3000 – 4000	8	50,00 – 100,000	2
4000 – 5000	5	Over 100,000	1

Although the scope of the Review did not specifically address the unique needs of Alberta's urban municipalities, there is recognition that one size does not fit all municipalities. Large municipalities expressed concern that the increasingly complex issues they face present significant challenges to FCSS programs that need to be recognized by government.

Analysis

Key challenges identified for small rural FCSS focus on the difficulty in:

- recruiting and retaining qualified staff;
- maintaining services or adapting to meet emergent community needs because of the limited access to skilled staff/social services professionals; and
- finding alternative service providers.

A number of respondents also queried whether the current allocation model is designed to address the needs of small rural FCSS programs.

Further dialogue and information gathering will be required to develop strategies to effectively support small rural FCSS programs.

Identification of effective practices in rural Alberta includes the importance of creating viable partnerships and use of mobile and/or outreach services. Technology, through the use of videoconferencing, may assist in solving a number of the issues related to accessing professionals.

ACCOUNTABILITY

Background

FCSS programs are accountable through the FCSS Act and FCSS Regulation to their respective Boards and Councils and through those Councils to the Province.

The authorities and responsibilities of the Councils must also comply with the provisions of the *Municipal Government Act*. All FCSS programs submit Annual Program and Financial reports which are reconciled by the province and include the audit as specified in the *Act*. Department staff members also conduct a number of on-site random program reviews with FCSS programs each year.

FCSS programs use a variety of evaluation and reporting mechanisms to demonstrate their accountability locally and to the province. These include annual municipal and settlement audits, budget approval and monitoring by the local FCSS board and council, third party review engagement reports, financial statement audits, and program assessment.

Findings

In addition to the Annual FCSS Program Reports, 33/70 or 47.1% of the respondents to the ***FCSS Administration Survey*** indicate that they use a variety of processes to demonstrate their accountability locally and to the province. These include annual municipal and settlement audits, budget approval and monitoring by the local FCSS board and council, financial statement audits, and program assessments.

In the ***FCSS Administration Survey***, respondents were asked about specific strategies that they use to assess the extent to which their FCSS program is fulfilling its mandate. The majority (53/70 or 75.7%) use specific strategies and provided 94 comments related to strategies. The most frequent strategies include:

- surveys/evaluations/feedback on programs and services (21/94 or 22.3%);
- planning/decision making processes (20/94 or 21.3%);
- reviews (20/94 or 21.3%);
- reports/annual reports about the activities of FCSS funded services and projects and the results accomplished (18/94 or 19.2%); and
- outcome measures, including the Making a Difference (MAD) Project and annual budget planning process (10/94 or 10.6%).

Based on the ***Municipalities and Métis Settlements Administration Survey***, the majority of respondents (20/22 or 91%) work directly with the FCSS Program to identify community needs.

Respondents to the ***FCSS Administration Survey*** were asked about specific strategies that they use to assess the extent to which FCSS programs are fulfilling their mandate. The majority (53/70 or 75.7%) use specific strategies and provided 94 comments related to strategies. Following are the five most frequent comments.

- Surveys/evaluations (21/94 or 22.3%).
- Planning/decision making processes (20/94 or 21.3%).
- Program reviews (20/94 or 21.3%).
- Program reports/annual reports (18/94 or 19.2%).
- Outcome measures (10/94 or 10.6%).

The same respondents were asked about challenges they experience while participating in the Making a Difference Project. Respondents provided 66 comments. Following are the three most frequent ones.

- Computer/technical issues, including user friendliness of system (27/66 or 40.9%).
- High level of administration – time and workload – needed to input data (25/66 or 37.9%).
- Limited or not useful information – not specific to FCSS program (8/66 or 12.1%).

FCSS Administration Survey respondents were also asked to identify what it would take for them to participate in the Making a Difference Project. Respondents provided 48 comments and identified the following four most frequent comments.

- Additional staff (or resources to hire staff) and time to input the data (21/48 or 43.8%).
- Increased on-site training (12/48 or 25%).
- More confidence in the results and their benefit to FCSS generally (6/48 or 12.5%).
- Funding for costs associated with project (2/48 or 4.2%).

FCSS Administration Survey respondents who participate in the Making a Difference Project were asked to identify how their program has benefited. Of the 37 comments, the following are the five most frequent comments.

- Demonstrate project benefits to Council (5/37 or 37%).
- It is too early to tell since it is still in the development stage (9/37 or 24.3%).
- Evaluate programs based on outcomes (8/37 or 21.6%).
- Increase understanding of outcome measurement (6/37 or 16.2%).
- Provide an easier analysis for granting purposes (4/37 or 10.8%).

Analysis

Increased understanding of FCSS accountability would be beneficial for CFSA boards and administrators.

FCSS resources and allocations are monitored both locally and provincially. Municipal and Métis Settlement officials must certify that all FCSS funds are allocated and expended within the provisions of the *FCSS Act* and *Regulation*. The responsibilities and authorities of the officials are specified in the *FCSS Act* and *Regulation* and the *Municipal Government Act*. The information obtained through the FCSS Administration and Municipalities and Métis Settlement Administration Surveys supports the fact that FCSS programs are accountable to both their respective local governments and to the province.

Approximately three years ago the Ministry initiated a joint project with the FCSS Association of Alberta to develop a system of outcome measures for FCSS programs and services. The system, called Making a Difference (MAD), is based on logic models and has been developed with the involvement of FCSS programs throughout the process. Since the project commenced, 135 FCSS programs have accessed basic training. Of these FCSS programs, 46/135 have entered into advanced training including the development of logic models and surveys.

Respondents who are involved in MAD report there are some benefits but also report encountering challenges that need to be addressed. The benefits include the ability to evaluate programs or demonstrate project benefits to council, as well a better understanding of outcome measurement. Challenges include technical issues, such as computer competency, familiarity with the CORI database system and the level of administration (time and staff) required to input data.

A project management team, represented by FCSS staff, FCSS Association of Alberta, Canadian Outcomes Research Institute and Alberta Children's Services, provides leadership for the MAD project. Current areas of emphasis include simplifying the database, increasing the number of programs contributing outcome data, refining the provincial outcome report and implementing a data audit process. A peer mentoring component is also under development. Strategies to encourage participation in MAD need to be implemented in order to be able to provide provincial data related to FCSS program outcomes achieved.

LEVERAGING FUNDS

Although FCSS programs receive funding based on the provincial funding allocation model and local boards and councils determine funding priorities, FCSS programs are able to use their partnerships and connections in the community to leverage additional funds to deliver a variety of programs and services. The services that are made possible through FCSS' leveraging of funds cover a broad spectrum of services and segments of the population, not unlike programs and services made possible under the terms of the 80/20 partnership with the province. Since these services are outside of the agreement with the province, they are not subject to adherence to the *FCSS Act* and *Regulation* and make it possible for FCSS to expand local programs and services.

Based on 71 FCSS Program Administration Surveys, 71.8% of FCSS programs provide additional programs and/or services that are not supported by the provincial FCSS grant (80%) and municipal contribution (20%). These programs and services speak to the FCSS program's commitment to strengthen the community's capacity to address social needs, determination to find funding solutions, and creativity and resourcefulness in providing enhanced services in their communities.

A total of 51 respondents reported leveraged funds. The total number of leveraged projects identified was 185 and they involved a total of 241 partners/funding sources. The following chart provides a breakdown of the top five sources of the leveraged funds.

M1 – Leveraging Funds

Leveraging Partner	Number of Projects funded
Municipal	44
Provincial	35
CFSA	31
Federal	29
CPEF	16

The following are the top five examples of additional programs and services identified by respondents:

Type of Additional Program or Service	Number of Projects Identified
Social Community Events	22
Volunteer Programs	17
Community Resource Centres	14
Parenting/Parent Education programs	14
Emergency Services (Social)	11

Analysis

FCSS programs should be recognized for their commitment to the communities they serve, as demonstrated by contributions over the required 20% of funding and their efforts to leverage funds to provide enhanced services to their communities.

It can appear that FCSS programs may be operating outside the *FCSS Act* and *Regulation* as municipalities and Métis Settlements often choose to provide additional programs and services through their FCSS operations. These additional programs and services are either fully funded by municipal and Métis Settlement resources (in addition to the required 20%) or through use of funds that are acquired independently of FCSS.

OTHER ISSUES

In the ***Discussion Guide*** and the four ***Administration Surveys,*** respondents were asked whether they had any other information that they wanted to provide about their involvement with FCSS programs. The most frequent comments are related to funding and the strengths of FCSS.

Respondent comments about funding include the need to increase funding because the provincial 80% does not meet all the local needs and therefore the municipal contribution exceeds 20%.

Respondent comments about the strengths of FCSS include that FCSS:

- offers unique and flexible services based on local/community needs;
- is able to react quickly and develop new programs to meet a range of needs;
- supports diverse needs of community;
- promotes partnerships and collaboration through its mandate of volunteerism, local autonomy and preventative services;
- has directors, staff and boards that are committed to providing programs;
- has directors who are knowledgeable about their community strengths, challenges and resources and they bring this knowledge to regional and zone level program/service planning tables;
- has programs that demonstrate successful partnerships getting results at the local level; and
- is sometimes the sole service provider in smaller rural communities.

SECTION 4 — CONCLUSIONS AND RECOMMENDATIONS

Family and Community Support Services (FCSS), a unique partnership between the province, municipalities and Métis Settlements, is premised on the belief that a community's most valuable resources are its people. This aligns with the Government of Alberta's Strategic Business Plan goal, which is to make Alberta the best place to live, work and visit.

Currently in its 40th year, investments made in FCSS have resulted in implementation of locally driven preventative social initiatives that have made valuable contributions to communities, individuals and families. FCSS programs have been catalysts for change within their communities and have played a leadership role in aligning and mobilizing service providers and community stakeholders to respond to community needs. The FCSS Program receives its mandate from the *FCSS Act* and *FCSS Regulation* that provide the foundation and parameters for the delivery at the local level of community-based preventative social services.

The Ministry of Children's Services is responsible for the administration of the FCSS Program. The FCSS Review was initiated to respond to specific questions posed by the Minister of Children's Services. The areas of focus were:

- the FCSS Program mandate in relation to the mandate of the Child and Family Services Authorities (CFSAs) and in light of the two new pieces of Legislation – the *Child, Family and Youth Enhancement Act* and the *Family Support for Children with Disabilities Act*;
- program and service duplication;
- program and service gaps; and
- program coordination and partnerships between FCSS, CFSAs and other community-based preventative social service resources.

In addition, this review considered the unique characteristics and challenges of rural FCSS programs.

The conclusions with recommendations for each section follow.

Mandate and Legislation

Conclusion

94.9% of respondents to the Discussion Guide indicate that the mandate of FCSS is clearly defined. 82% of respondents agree that the FCSS mandate is clearly different than the mandate of CFSAs. At the same time, the FCSS mandate is seen to be broad and flexible enough to serve all age groups (birth to seniors) and meet the needs of the community. One of the key principles of the FCSS Program is local autonomy in priority setting and resource allocation, making it possible for municipalities and Métis Settlements to focus on the areas of greatest need within their communities.

FCSS programs and services are developed and implemented based on both universal and targeted populations. The Review found that there is a misperception that all CFSA services require mandatory participation. In reality, the *Child, Youth and Family Enhancement (Enhancement) Act* includes provisions within the legislation for voluntary early intervention supports and services that strengthen the capacity of children and families and reduce the risk of children requiring intervention (protective services). Respondent comments also indicate the need for continued dialogue to differentiate between early intervention services provided by FCSS programs and those provided by CFSAs as part of enhancement services.

Many FCSS programs and their respective CFSA have protocol agreements in place and find that they are useful in helping to provide a framework to work together effectively between the organizations. Respondents indicate the need to have clearly identified contact people from each organization to facilitate effective communication, working relationships, and successful implementation of programs and services.

Recommendations:

1. That FCSS programs and CFSAs develop partnership protocol/working agreements, where such agreements do not currently exist, that respect the local autonomy provisions within the *FCSS Act* and *FCSS Regulation*. Agreements should include information sharing processes and formal communication mechanisms and focus on creating connections and strengthening partnerships at the administrative and governance levels of the respective organizations.
2. That CPEF develop communication strategies to increase knowledge of FCSS and CFSA programming and services at the senior administrative and governance levels. These strategies, at a minimum, should increase the understanding of mandates, roles and responsibilities, accountabilities, and new initiatives.
3. That FCSS programs and CFSAs identify a consistent staff contact within their respective organizations to act as a primary contact and resource person for programs in the region and to facilitate effective partnerships and communication.

Program and Service Duplication

Conclusion

82% of respondents to the FCSS Administration Survey and 100% of respondents to the CFSA Administration Survey indicate that they are not aware of duplication between FCSS programs and CFSAs. A significant number of respondent comments indicate that unnecessary duplication is viewed as an inefficient use of resources, and that there is a need to differentiate between overlap or provision of complementary services to effectively support the continuum of needs found within the community and duplication of services. The majority of respondents indicated support for complementary services. This indicates a paradigm shift from old mental models of service provision, where programs were delivered in "silos" creating a safety net with holes in it, to integrated delivery systems where planned overlap ensures community needs are met.

Analysis of the data suggests perceptions of duplication may arise from the fact that:

- FCSS programs enter into contracts with CFSAs to provide programs and services that are within the FCSS mandate, which then appears to be "CFSA" work being done by FCSS;
- programs and services with similar names, undertaken by either organization, are actually different;
- where mandates allow either organization to undertake a specific initiative, local decisions are made in partnership concerning the allocation of respective resources from each organization and that this will look different from region to region; and
- FCSS programs provide services that are funded from sources other than the provincial FCSS 80/20 dollars and that do not have to fit within the *FCSS Act* and *FCSS Regulation* as they are 100% municipality/Métis Settlement funded.

The majority of FCSS programs and CFSAs have processes in place to identify and resolve any unnecessary duplication that might arise. In cases where this does not exist, policy and administrative processes to eliminate unnecessary duplication would ensure effective use of resources. Section 2.1 (2) of the *FCSS Regulation* states that services provided under an FCSS program must not duplicate services that are ordinarily provided by a government or government agency.

Recommendations:

4. That the Department work collaboratively with the Program Advisory Team to develop training/educational materials related to FCSS and CFSA legislation, mandates and new/current initiatives, as a basis for ongoing discussions about potential program and service duplication and overlap. These educational processes will help to facilitate the delivery of a continuum of services, between FCSS and CFSAs, while respecting local autonomy and maintaining fiscal/program efficiency and effectiveness.
5. That FCSS programs and CFSAs develop processes, at the local level between CFSA and FCSS administration and governance, to identify and eliminate duplication, preserve complementary services that provide for a continuum of support within the community, and maximize the effective use of resources. Processes should include an annual discussion of funding provided to agencies

and contractors by both FCSS programs and CFSAs to ensure that this funding does not duplicate services.

Program and Service Gaps

Conclusion

77% of respondents to the Discussion Guide agree that program and service gaps exist within their community. A number of areas of gaps in programs and services were identified through the Review. Many of these are outside of the mandate and responsibility of either FCSS or CFSAs. The areas that are within the respective mandate areas and were most commonly identified include:

- transportation (limited services);
- youth issues;
- child care services;
- school age child care; and
- parenting programs.

Respondents from different areas of the province identify program gaps in their regions that in some cases were reported as potential duplications of overlaps in another region. As an example, although some respondents identify parenting programs as a gap, the province and communities are developing and implementing extensive parent support programs through 45 Parent Link Centres. The identification of parenting resources as a gap could be attributed to the perception that some communities do not have access to Parent Link Centres and/or other parenting supports, and/or the respondents are unaware of the resource that may be currently available.

Respondents indicate that there are two significant program and service areas, such as transportation and school age care, which are not being effectively addressed within current resources. Based on the most frequent comments provided in the Discussion Guide and Administration Surveys, respondents perceive that there is insufficient funding available to address the identified program and service gap areas.

Accessible transportation services in Alberta are funded through various departments including Municipal Affairs, Infrastructure and Transportation, and

Children's Services. Children's Services will continue to meet with partnering ministries to identify strategies to remove barriers to access specialized transportation services.

There is support in the community for the province to assume legislative and funding responsibility for school age child care programs since municipalities are having difficulties meeting the needs of school age children within their FCSS funding allocations. To assist the Ministry in making informed decisions about the future direction of school age child care, it is necessary to gather information and consult with stakeholders.

Recommendations:

6. That FCSS programs identify local priority gap areas within their respective regions and municipal, Métis Settlement and community agency stakeholders to develop possible resolution strategies.
7. That the Department provide information to the Program Advisory Team to disseminate to FCSS programs to build awareness of current Ministry and cross-ministry initiatives and resources in areas that have been identified as perceived gaps but where significant activity is taking place. Examples include bullying prevention programs and parent resources.
8. That the Department initiate a cross-ministry forum to address the transportation issues identified in the report as needing resolution. Further, that the Department work with the FCSS Association of Alberta, municipalities, Métis Settlements and the Alberta Child Care Network Association to develop program and funding options to support the delivery of school age child care in Alberta.

Conclusion

79% of respondents agree that FCSS programs are currently working in partnership with CFSAs. Strong working partnerships between FCSS programs and CFSAs are essential to ensure a continuum of complementary programs and services to support children, families and communities. Respondents identify a total of 302 partnerships and comments indicate that the level of partnership varies from region to region.

There also is recognition that partnering is an effective way to pool resources and share effective practices, thereby enhancing and/or expanding existing programs and services. Respondents also are realistic in recognizing that partnership activities require a commitment to partner in both time and resources. Respondents identify time, workload, and staffing issues as the primary challenges to partnership.

Children's Services provides $2 million for the Community Partnership Enhancement Fund to help FCSS and CFSAs establish and maintain strong working relationships. The Community Partnership Enhancement initiative helps create opportunities for FCSS programs and CFSAs to undertake joint education and awareness building, joint planning, and work together in developing programs and services that respect the mandates and capacities of both organizations and other community-based stakeholders.

There is a need for continued clear leadership commitment from FCSS, CFSAs and the Department to the processes required to build and sustain effective working partnerships between FCSS programs and CFSAs.

FCSS programs develop and sustain partnerships with a wide range of community and government organizations, agencies and service groups. Partnership development is a critical element within the work of FCSS programs and respondents indicate that it can be demanding, particularly for smaller programs, with respect to time and resources.

Many FCSS programs are contracted by CFSAs to deliver specific programs and services. A number of respondents indicate that the requirement for contract tendering every three years is problematic. The finding indicates a need to increase the level of understanding of the tendering policy requirements and the basis for identifying exceptions.

Recommendations:

9. That the Program Advisory Team develop strategies to address the issues identified in this section of the Review, including time constraints to participate in partnership development activities, communication issues, resources for travel, and development of partnership outcome measures.
10. That the Department develop an information package that clarifies Government and Ministry requirements for tendering contracts and grant approvals.

Small Rural FCSS Programs

Conclusion

35% of respondents indicate that one of the most unique features of rural FCSS programs is the close relationships formed between clients, service providers and workers. Another unique feature identified is that one service provider acts as a point of entry to other services resulting in strengthening the FCSS program's ability to avoid duplication, adapt and respond quickly to emergent needs. Respondents also indicate that small rural FCSS programs have unique challenges related to staff recruitment and retention, travel requirements, limited access to services, changes in population/demographics, and difficulty leveraging funding.

The Review also identified some effective practices including the importance of partnership and the use of mobile and/or outreach services. Further dialogue and information gathering is required to clarify issues raised and generate potential solutions that will strengthen and support small rural FCSS programs.
Although the scope of the Review did not address the unique needs of Alberta's urban municipalities, respondents indicated that large municipalities face increasingly complex issues within their boundaries.

Recommendation:

11. That a working group of small rural FCSS programs be established, through the Department and the FCSS Program Advisory Team, to explore challenges, identify effective practices and provide suggested solutions to issues raised including staff recruitment, transportation services, funding and population/demographics.

Accountability

Conclusion

FCSS programs have significant accountabilities to the provincial and municipal governments and Métis Settlement for funds they expend. All FCSS programs must work within the provisions of the *FCSS Act* and *FCSS Regulation* and administrators and members of Councils must also comply with the provisions of the *Municipal Government Act*. 76% of respondents to the FCSS Administration Survey indicate they use evaluative surveys and feedback, program reviews, annual reports and outcome measures to demonstrate program results achieved. 47% of respondents to the FCSS Administration Survey indicate they use other processes, in addition to the Annual FCSS Program Report, to demonstrate financial accountability to the province.

Reporting requirements include Annual Provincial Program Reports, random program reviews by the Department, certified financial audits, and program reports for local municipal and Métis Settlement Councils.

There is a need to increase the level of understanding, particularly within CFSA boards and administration, of the current accountability requirements of FCSS programs.

The Department, the FCSS Association of Alberta and FCSS programs have been developing and implementing a system of outcome measures over the last three years. There are significant benefits to be gained related to policy and decision-making, provincially and locally, through systematic and consistent collection of outcomes data. To date, 135 FCSS programs have accessed the Making a Difference (M.A.D.) basic training. Of these FCSS programs, 46/135 entered into advanced training including the development of logic models and surveys.

Respondents identify a number of challenges to implementing the M.A.D. system. These include technical challenges, such as user ease of database, computer competency, familiarity with the Canadian Outcomes Research Institute database system, and administrative costs (time and staff) required to input data.

Recommendations:

12. That the Department periodically provide information to CFSA staff and boards that clarifies the accountability requirements for FCSS funding to increase the understanding and knowledge of the accountabilities specified within the *FCSS Act* and *FCSS Regulation.*
13. The Department, Program Advisory Team and M.A.D. Steering Committee review the reporting requirements for FCSS programs with the intent of incorporating outcomes-based reporting.
14. That the Department refer the challenges and barriers to outcome reporting, identified in this Review, to the Program Advisory Team, M.A.D. Research Group and Lead Cohort Group to develop strategies to reduce the challenges and barriers and to increase the number of FCSS programs contributing outcome data to at least 85% over the next three years.
15. That assistance, as required, is provided to FCSS programs to implement the Canadian Outcomes Research Institute database.

Leveraging Funds

Conclusion

72% of FCSS Administration Survey respondents indicate FCSS programs provide additional programs or services not supported by the provincial FCSS grant (80%) and municipal contribution (20%). These additional programs demonstrate FCSS commitment to the provision of preventative social programs and services to children, families and individuals in their communities.

Respondents indicate that local FCSS programs acquire funding and resources from other levels of government, foundations, service groups, donors and fund raising initiatives. This is a tangible demonstration of the value that communities place on these services.

Recommendation:

16. FCSS programs should be recognized for their commitment to the communities they serve, as demonstrated by contributions over the required 20% of funding and their efforts to leverage funds to provide enhanced services to their communities.

MANDATE AND LEGISLATION

Discussion Guide				
#	Question	Yes	No	Blank
M1	Is the FCSS mandate clearly defined?	92/98 (93.9%)	4/98 (4.1%)	2/98 (2%)
M2	Is the FCSS mandate clearly different than the mandate of CFSAs?	79/98 (80.6%)	16/98 (16.3%)	3/98 (31.%)
M3	Has the implementation of the *Child, Youth and Family Enhancement Act* changed anything between the FCSS program's contact or working relationship with the CFSA?	40/98 (40.8%)	52/98 (53.1%)	6/98 (6%)
M4	Has the implementation of the *Family Support for Children with Disabilities Act* changed anything between the FCSS program's contact or working relationship with the CFSA?	17/98 (17.3%)	74/98 (75.5%)	7/98 (7.2%)
Municipalities and Métis Settlements Administration Survey				
#	Question	Yes	No	Blank
M1	Does your municipality or Métis Settlement work directly with the FCSS program to identify community needs?	20/22 (90.9%)		2/22 (9.1%)
M2	Does your municipality or Métis Settlement help your FCSS program decide what community needs will be addressed by FCSS?	18/22 (81.8%)	2/22 (9.1%)	2/22 (9.1%)
M3	Is your municipality or Metis Settlement directly involved with the FCSS program to decide how FCSS will address the identified needs?	19/22 (86.3%)	2/22 (9.1%)	1/22 (4.6%)
Community Partnership Enhancement Fund Administration Survey				
#	Question	Yes	No	Blank
M1	Has CPEF work in your region included any actions or projects directly related to the *Child, Youth and Family Enhancement Act*?	7/8 (87.5%)	1/8 (12.5%)	
M2	Has CPEF work in your region included any actions or projects directly related to the *Family Support for Children with Disabilities Act*?	5/8 (62.5%)	3/8 (37.5%)	

Discussion Guide

#	Question	Yes	No	Blank
D1	Is there duplication or overlap of programs or services between FCSS programs and the regional CFSA?	44/97 (45.4%)	40/97 (41.2%)	13/97 (13.4%)

FCSS Program Administration Survey

#	Question	Yes	No	Blank
D1	Is your FCSS program aware of any programs and/or services offered by your FCSS program that duplicates or overlaps with programs and/or services provided through the CFSA?	12/71 (16.9%)	58/71 (81.7%)	
D2	If you become aware of program and/or service duplication or overlap between your FCSS program and another organization in the community (including the CFSA) does your FCSS program undertake specific activities to address this?	44/71 (62%)	12/71 (16.9%)	15/71 (21.1%)
D3	During the developmental phase of a new initiative, does your FCSS program undertake specific actions to reduce the likelihood of program and/or service duplication or overlap?	61/71 (86%)	5/71 (7%)	5/71 (7%)

CFSA Administration Survey

#	Question	Yes	No	Blank
D1	Is your CFSA aware of any programs and/or services offered by your CFSA that duplicate or overlap with programs and/or services provided by FCSS programs?	7/7 (100%)		

Municipalities and Métis Settlements Administration Survey

#	Question	Yes	No	Blank
P2	Does your municipality or Métis Settlement have policies or principles that guide the FCSS program's approach to reducing or eliminating unnecessary duplication or overlap of services in your community?	12/22 (54.5%)	9/22 (40.9%)	1/22 (4.6%)

CPEF Administration Survey				
#	Question	Yes	No	Blank
D1	During your CPEF activities, have CPEF participants become aware of any program and/or service duplication or overlap between FCSS programs and the CFSA?	3/8 (37.5%)	3/8 (37.5%)	2/8 (25%)
D2	If a CPEF participant (CFSA or FCSS representative) became aware of perceived program and/or service duplication or overlap between the CFSA and an FCSS program or service in your region, were any actions taken to confirm or address the duplication or overlap?	3/6 (50%)		3/6 (50%)
D3	Have CPEF activities reduced the likelihood of unnecessary duplication of services, programs or use of resources within your region?	4/6 (66.6%)		2/6 (33.4%)

PROGRAM AND SERVICE GAPS

Discussion Guide

#	Question	Yes	No	Blank
G1	Do program and service gaps exist in your community or region that would seem to relate to the mandate of both CFSA and FCSS, but which are not currently being addressed?	77/98 (78.6%)	16/98 (16.3%)	5/98 (5.1%)

FCSS Program Administration Survey

#	Question	Yes	No	Blank
G1	Is your FCSS program aware of any current service gaps in your community that are related to the mandate of the FCSS program?	54/71 (76.1%)	17/71 (23.9%)	
G2	Does your FCSS program have recommendations as to how this gap can be addressed?	49/54 (90.7%)	5/54 (9.3%)	

CFSA Administration Survey

#	Question	Yes	No	Blank
G1	Is your CFSA aware of any current service gaps in your region that are related to the mandate of the CFSA?	6/7 (85.7%)	1/7 (14.3%)	

Municipalities and Métis Settlements Administration Survey

#	Question	Yes	No	Blank
P3	Does your municipality or Métis Settlement have policies or principles that guide the FCSS program as it identifies or responds to gaps in community resources?	9/22 (40.9%)	10/22 (45.5%)	3/22 (13.6%)

CPEF Administration Survey

#	Question	Yes	No	Blank
G1	Through your CPEF work, have CPEF participants become aware of any current service gaps in your region that are related to the mandates of the FCSS program and the CFSA?	7/8 (87.5%)	1/8 (12.5%)	
G2	Do your CPEF participants have recommendations as to how this gap can be addressed?	5/8 (62.5%)	3/8 37.5%)	

Discussion Guide

#	Question	Yes	No	Blank
P1	Are FCSS programs working in partnership with CFSAs?	77/98 (78.6%)	21/98 (21/4%)	

FCSS Administration Survey

#	Question	Yes	No	Blank
P1	Does your FCSS program have direct contact with the CFSA in your region?	59/70 (84%)	11/70 (16%)	
P2a	Does your FCSS program have contact with the CFSA at the governance level (board-to-board)?	15/70 (21.4%)	51/70 (72.9%)	
P3a	Does your FCSS program administration staff have contact with CFSA administration staff?	56/70 (80%)	12/70 (17%)	
P4	Do FCSS and CFSA staff, who work with some of the same children and families, have contact with one another?	38/70 (54%)	33/70 (37%)	
P5a	Does your FCSS program participate in the Community Partnership Enhancement Fund (CPEF) in your region?	61/70 (87.1%)	5/70 (7.2%)	

CFSA Administration Survey

#	Question	Yes	No	Blank
P3a	Does your CFSA have contact with FCSS programs at the governance level (board-to-board)?	4/7 (57.1%)	3/7 (42.9%)	
P4a	Does your CFSA administration staff have contact with FCSS administration staff?	6/7 (85.7%)	1/7 (14.3%)	
P5	Do the CFSA and FCSS staff who work with some of the same children and families have contact with one another?	6/7 (85.7%)	1/7 (14.3%)	
P6	Does your CFSA have service contracts with any FCSS programs in your region?	6/7 (85.7%)	1/7 (14.3%)	
P7	Are you aware of any community organizations that your CFSA funds that also receive funding from an FCSS program?	6/7 (85.7%)	1/7 (14.3%)	

Municipalities and Métis Settlements Administration Survey

#	Question	Yes	No	Blank
P1	Does your municipality or Métis Settlement have policies or principles that guide the FCSS program's approach to partnership or coordination with other community organizations in the community?	14/22 (63.6%)	8/22 (36.4%)	

FCSS Program Administration Survey				
#	Question	Yes	No	Blank
M2	In addition to the Annual FCSS program Report, does your FCSS program use any other processes to demonstrate financial accountability to the province?	33/70 (47.1%)	37/70 (52.9%)	
M3	Does your FCSS program use specific strategies to assess the extent to which its services (direct or indirect) are fulfilling their intended outcomes (project accountability)?	61/70 (87.1%)	8/70 (11.4%)	1/7 (1.4%)
M4	Does your FCSS program use specific strategies to assess the extent to which its over-all FCSS program is fulfilling the program mandate as described in the *FCSS Act* and *FCSS Regulation*?	53/70 (75.7%)	14/70 (20%)	3/70 (4.3%)
M5	Does your FCSS Program participate in the Making a Difference Project designed to demonstrate outcome accountability?	26/70 (37.1%)	42/70 (60%)	2/70 (2.9%)
M7	Has your FCSS program experienced challenges while participating in the Making a Difference Project?	30/70 (42.9%)	5/70 (7.1%)	35/70 (50%)
Municipalities and Métis Settlements Administration Survey				
#	Question	Yes	No	Blank
M7	Does your municipality or Métis Settlement receive information from the FCSS program showing how the overall FCSS program contributes to the strategic plan, goals and objectives of your municipality or Métis Settlement?	15/22 (68.1%)	7/22 (31.9%)	
M8	Does your municipality or Métis Settlement use specific strategies to ensure that FCSS-funded projects or services are in compliance with the *FCSS Act* and *FCSS Regulation?*	18/22 (81.8%)	4/22 (18.2%)	
M9	Does your municipality or Métis Settlement use specific methods to assess the extent to which its over-all FCSS program is fulfilling the program mandate as described in the *FCSS Act* and *FCSS Regulation?*	14/22 (63.6%)	8/22 (36.4%)	

FCSS Administration Survey				
#	Question	Yes	No	Blank
M1	Does your FCSS program provide enhanced programs and/or services that are not supported by the provincial FCSS grant (80%) and municipal contribution (20%)?	49/70 (70%)	13/70 (18.6%)	8/70 (11.4%)

M1 – Leveraging Funds	
Leveraging Partner	*Number of Projects funded*
Municipal	44
Provincial	35
CFSA	31
Federal	29
CPEF	16
School Division	15
Other municipality	11
Corporate	11
Volunteer Alberta/Canada	9
Donations	4
Fees	4
Fundraising	2
Health Authority	1
Other (non-profit)	1

Type of Additional Program or Service identified by respondents	***Number of Projects Identified***
Social Community Events	22
Volunteer Programs	17
Community Resource Centres	14
Parenting/Parent Education programs	14
Emergency Services (Social)	11
Youth Programs	8
Community Worker	7
Family Violence Prevention Programs	6
Grants	6
Home Support Services	6
Recreation Programs	6
Disaster Services (Social)	5
Mentoring Services	5
Parent Link Programs	5
Seniors Programs	5
Transportation Services	5

APPENDIX A: FCSS AND CFSA –MANDATES

Family and Community Support Services (FCSS)

Powers and responsibilities of municipality or Métis Settlement regarding FCSS

From *FCSS Act*, Section 2:

2 A municipality[1] may:

(a) provide for the establishment, administration and operation of a family and community support services program within the municipality, and

(b) enter into agreements with other municipalities to provide for the establishment, administration and operation of joint family and community support services programs.

From *FCSS Regulation*

2 In providing for the establishment, administration and operation of a program, a municipality must do all of the following:

(a) promote and facilitate the development of stronger communities;

(b) promote public participation in planning, delivering and governing the program and services provided under the program;

(c) promote and facilitate the use of volunteers;

(d) promote efficient and effective use of resources; and

(e) promote and facilitate cooperation and coordination with allied service agencies operating within the municipality.

Child and Family Services Authorities (CFSA)

Duties and responsibilities of Child and Family Services Authority

From *CFSA Act*:

9(1) Subject to this *Act*, the regulations and any directions given under this *Act*, an Authority is responsible for the provision on the Minister's behalf of child and family services in its region, including the following:

(a) promoting the safety, security, well-being and integrity of children, families and other members of the community;

(b) planning and managing the provision of child and family services;

(c) determining priorities in the provision of child and family services and allocating resources accordingly;

(d) assessing on an ongoing basis the social and other related needs of the region;

(e) ensuring reasonable access to quality child and family

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[1] In the *FCSS Act*, "municipality" means (i) a city, town, village, municipal district or Métis settlement, (ii) in respect of an improvement district, the Minister responsible for the *Municipal Government Act*; (iii) in respect of a special area, the Minister responsible for the *Special Areas Act*, (iv) a school board, a hospital board or a regional health authority under the *Regional Health Authorities Act* in respect of a national park of Canada; or (v) the Government of Canada in respect of an Indian reserve.

Family and Community Support Services (FCSS)

2.1(1) Services provided under a program must:

(a) be of a preventative nature that enhances the social well-being of individuals and families through promotion or intervention strategies provided at the earliest opportunity, and

(b) do one or more of the following:

i. help people to develop independence, strengthen coping skills and become more resistant to crisis;

ii. help people to develop an awareness of social needs;

iii. help people to develop interpersonal and group skills which enhance constructive relationships among people;

iv. help people and communities to assume responsibility for decisions and actions which affect them; and

v. provide supports that help sustain people as active participants in the community.

2.1(2) Services provided under a program must not:

(a) provide primarily for the recreational needs or leisure time pursuits of individuals;

(b) offer direct assistance, including money, food, clothing or shelter, to sustain an individual or family;

(c) be primarily rehabilitative in nature; or

(d) duplicate services that are ordinarily provided by a government or government agency.

Child and Family Services Authorities (CFSA)

services;

(f) ensuring that policies and standards established pursuant to section 8[2] are followed;

(g) monitoring and assessing the provision of child and family services; and

(h) working with other Authorities, the Government and other public and private bodies to coordinate the provision of child and family services.

9(2) In carrying out its responsibilities under subsection (1), an Authority must involve:

(a) children, families and other members of the community who receive or who benefit from child and family services; and

(b) other interested members of the community.

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[2] Section 8 of the *CFSA Act* relates to responsibilities of the Minister.

APPENDIX B – BACKGROUND FOR THE TWO ACTS

CHILD, YOUTH AND FAMILY ENHANCEMENT ACT

Background

The *Child Youth and Family Enhancement Act* (*Enhancement Act*) is the legal authority for the provision of child intervention services by CFSAs. The *Enhancement Act* came into effect in November 2004.

"Child intervention services" is a term that describes situations in which CFSAs or Delegated First Nations Agencies (DFNA) provide services to ensure a child's safety and well-being is maintained.

The *Enhancement Act* supports the development and well-being of children, youth and families while keeping them safe and protected.

The *Enhancement Act* provides the legislative base for the provision of a range of services to children and families where children are found to be "in need of intervention." The *Enhancement Act* emphasizes the best interests of the child, and the importance of parental responsibility and ensuring stability and earlier permanency for the child as decision-making principles.

As per the legislation, a child is in need of intervention if there are reasonable and probable grounds to believe that the survival, security or development of the child is endangered because of a number of identified criteria including abuse, neglect, emotional injury and abandonment.

Differential response allows for increased flexibility in responding to families with different needs to ensure their children's safety and well-being. Differential response includes a child-centered, family-focused, strength-based assessment with two potential legislated streams of activity for families whose children are found to be in need of intervention services. Family enhancement services include the provision of services and supports needed to enable the family to continue to care for their child in the home. Family enhancement services are utilized when the child and family are motivated to address the issues impacting

their family situation. Services may be provided to the family through a Family Enhancement Agreement, formerly called a Support Agreement, which is signed by the parents of the child.

Protection services are utilized when there is a higher risk to the child and it is determined that a placement or court intervention is required to ensure the safety and well-being of the child. This process involves the completion of an assessment of the family's situation through an investigation process.

The *Enhancement Act* clarifies and strengthens the involvement of Aboriginal communities in planning for their children. In case planning and obtaining earlier permanency for children, there is an increased focus on the importance of collaboration between CFSAs, DFNAs and Métis Settlements.

The *Enhancement Act* specifies that in making decisions relating to an Aboriginal child, the uniqueness of the Aboriginal culture, heritage, spirituality and traditions should be respected and consideration should be given to the importance of preserving the child's cultural identity.

FAMILY SUPPORT FOR CHILDREN WITH DISABILITIES ACT

Background

The *Family Support for Children with Disabilities Act (FSCD Act)* was developed through the review of the *Child Welfare Act*. The *FSCD Act* enhances supports and services available to children with disabilities and their families, by providing a spectrum of proactive, family-centered services to strengthen the family's capacity to promote their child's healthy growth and development.

The *FSCD Act* came into effect in August 2004. The FSCD Program is a reimbursement program to assist families with some of the extraordinary costs of raising a child with a disability.

Family support services are available to families caring for a child with a diagnosed disability or to families who are awaiting confirmation of their child's diagnosis. Family support services include assistance with counselling, extraordinary clothing and footwear costs, travel costs for medical appointments,

meals while traveling to medical appointments, accommodation costs associated with attending medical appointments, and respite services.

Child-focused services are provided when a child has a confirmed diagnosis and there is assessment information to specify the child's individual needs. Child-focused services provide a range of respite services, aide supports, child care supports, health-related supports, specialized services for children with severe disabilities, and out-of-home living arrangements.

APPENDIX C – FCSS AND CFSA PROGRAMS AND SERVICES

Family and Community Support Services (FCSS)

Each FCSS program develops its own programming in response to local needs and priorities. Annual FCSS program reports to the province state that local FCSS programs provide services related to:

- children;
- youth;
- adults;
- seniors;
- families; and
- community development.

All FCSS programs provide funds for at least one of the above types of service. However, not all FCSS programs provide services in all the above areas.

Child and Family Services Authorities (CFSA)

All CFSAs provide the following types of services:

- child protection;
- protection of children involved in prostitution;
- family enhancement (intervention);
- foster care;
- adoption;
- youth in transition;
- family supports for children with disabilities;
- early intervention and early childhood development;
- child and youth financial supports;
- child care subsidy supports;
- improved services to Aboriginal children, youth and families; and
- prevention of family violence.